



## **Report to the Colorado General Assembly**

## **Joint Technology Committee**

*Prepared by*

*The Colorado Legislative Council  
Research Publication No. 698  
January 2018*

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## **Joint Technology Committee**

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Senator Angela Williams	Representative Dan Thurlow

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***January 2018***

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January 2018

To Members of the Seventy-first General Assembly:

Submitted herewith is the 2017 Joint Technology Committee (JTC) final report. The purpose of the JTC final report is to provide annual and historical information on the information technology (IT) capital budget request process. The 2017 final report provides a complete summary of all IT capital construction appropriations during the 2017 session. The report concludes with a description of other actions taken by the JTC in 2017.

The JTC final report serves as a permanent record of IT capital funding. The report also serves as an informational document for any other entity or individual interested in the progress of IT capital development in the state of Colorado.

Respectfully submitted,

Mike Mauer  
Director

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***This report is also available on line at:***

*<http://leg.colorado.gov/committees/joint-technology-committee/2018-regular-session>*

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## Committee Charge

### **Establishment and Procedural Matters**

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**Membership.** Pursuant to Section 2-3-1702, C.R.S., the Joint Technology Committee (JTC) is established consisting of the following, who shall have experience in the areas of information technology (IT), business analysis, or business process:

- three members of the House of Representatives, two of whom are appointed by the Speaker of the House and one of whom is appointed by the House Minority Leader; and
- three members of the Senate, two of whom are appointed by the Senate President and one of whom is appointed by the Senate Minority Leader.

“Information technology” is defined as information technology and computer-based equipment and related services designed for the storage, manipulation, and retrieval of data by electronic and mechanical means, or both. The term includes, but is not limited to:

- central processing units, servers for all functions, and equipment and systems supporting communications networks;
- all related services, including feasibility studies, systems design, software development, system testing, external off-site storage, and network services, whether provided by state employees or others;
- the systems, programs, routines, and processes used to employ and control the capabilities of data processing hardware, including operating systems, compilers, assemblers, utilities, library routines, maintenance routines, applications, application testing capabilities, storage system software, hand-held device operating systems, and computer networking programs; and
- the application of electronic information processing hardware, software, or telecommunications to support state government business processes.

It does not mean post-implementation support, hardware life-cycle replacement, or routine maintenance, unless such replacement or maintenance is part of a larger computer system upgrade.

Appointees to the JTC may be designated after the general election, but prior to the convening of the General Assembly. The appointees may be current members or members-elect. Prior to being sworn in, members-elect are to have the same powers and duties and be entitled to the same compensation and expense allowance as current members.

**Chair and vice-chair.** The committee is required to elect a chair and vice-chair, one from the House and one from the Senate. The chair and vice-chair serve in those roles for the first regular session of the General Assembly after they are so elected and switch roles for the second session.

**Organization, procedures, and meetings.** The committee is permitted to develop its own procedural rules. The JTC may meet as often as necessary to perform its functions, but it is required to meet at least once a year to review the Governor's budget submissions related to IT.

## **Powers and Duties**

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**Oversight duties.** The committee has oversight responsibility for the Governor's Office of Information Technology (OIT). "Oversee" is defined as reviews of major IT projects, reviews of the OIT's budget requests for IT projects, and ensuring that IT projects follow best practice standards as established by the OIT. Such oversight includes, but is not limited to:

- a review of the state of IT;
- any general IT needs;
- any anticipated short-or-long-term IT changes for OIT;
- OIT's responsibilities related to the statewide communications and information infrastructure; and
- OIT's responsibilities for statewide geographic information system coordination.

Oversight does not include interference with the general responsibilities of OIT. State law directs OIT to assist the JTC as necessary to facilitate the committee's oversight of OIT. This includes a number of advisory duties and reporting requirements. Specifically, the JTC should receive regular reports from OIT concerning the following:

- any emergency acquisition or purchase of IT resources made in the preceding fiscal year;
- an accurate account of all activities related to the Public Communications Trust Fund; and
- annual updates to the statewide information technology plan.

Other JTC oversight responsibilities include:

- the state's Chief Information Security Officer and his or her duties;
- any telecommunications coordination in the state performed by the state's Chief Information Officer;
- the General Government Computer Center; and
- state agencies regarding:
  - any IT purchased or implemented that is not managed or approved through OIT;
  - any IT that a state agency purchased or implemented that does not follow the standards set by OIT; and
  - any IT that a state agency purchased or implemented that has the same function as IT already created, purchased, or implemented by OIT.

The committee may also request information and presentations about data privacy and cybersecurity and coordinate with the Colorado Cybersecurity Council.

**IT budget requests.** An "IT budget request" means a budget request from a state agency or state institution of higher education for the installation, development, or upgrade of IT, including the purchase of services from OIT. It does not include budget requests that are primarily operational in nature or where the majority of funding will be used to support or modify state staffing levels.

Each fiscal year, the JTC is required to study and prioritize all IT budget requests made by state agencies and all state-funded IT budget requests made by state institutions of higher education. After hearing from state agencies, institutions of higher education, OIT, and other sources of information about the amount of revenue available, the committee is required to submit written reports to the Joint Budget Committee (JBC) setting forth its recommendations, prioritization, findings, and comments regarding each IT budget request submitted to the JTC.

Reports regarding supplemental IT budget requests are due no later than January 15 of each year, and new or amended requests for the upcoming fiscal year are due no later than February 15 of each year. The JBC may also choose to seek the JTC's review of any operating budget request for IT.

The JTC is required to forecast the state's needs for future IT budget requests in order to facilitate the planning and implementation of state IT projects.

**Committee review.** The committee is required to review any legislative measure that is determined by the Speaker or the President to deal with IT. The committee is authorized to make advisory recommendations about such measures to the full House and Senate, the JBC, the Capital Development Committee (CDC), and any committees of reference, as appropriate.

The committee may also request information and presentations regarding data privacy and cybersecurity within state agencies and the authority to coordinate with the Colorado cybersecurity council created in the Department of Public Safety.

Upon request of the JTC, executive branch agencies, the Judicial Department, and the departments of Law, State, and Treasury are required to make available to the committee any data, reports, or information necessary for the performance of the committee's duties. The information is to be provided by November 1 of the calendar year the request was made. Upon request of the General Assembly, the JTC, or the JBC, agencies are required to provide satisfactory evidence of compliance.

Additionally, the committee is authorized to review the actions of the Statewide Internet Portal Authority (SIPA). SIPA is required to submit a report to the JTC on or before November 1 of each year that sets forth a complete and detailed operating and financial statement of SIPA during the relevant fiscal year. The report must also include any recommendations for legislation or other action that may be necessary to carry out the functions of SIPA.

**Reporting requirements.** The JTC is required to submit an annual report on the committee's findings and recommendations to the JBC. The report may include:

- legislation recommended by the committee, which is exempt from the five-bill limit specified in Joint Rule 24;
- any recommendations based on the committee's statutory oversight; and
- the status of IT budget requests that were previously approved for phasing in or for incremental implementation over a period exceeding one year.

Executive branch agencies are encouraged to submit a written report on or before November 1 of each year to the JTC concerning IT matters that are not managed by OIT. The Judicial Department and the departments of Law, State, and Treasury are also encouraged to submit such a report on or before November 1 of each year.

**Advisory board membership.** If a vacancy arises for the legislative branch position on the Government Data Advisory Board, such vacancy must be filled by a member of the JTC.

**Information security plan.** Legislative service agency directors are required to maintain an information security plan and keep the JTC advised of the plan.

**Staff assistance.** Legislative Council Staff and the Office of Legislative Legal Services are required to assist the JTC in performance of its duties. This includes:

- acting as a liaison between state agencies and the committee;
- receiving and analyzing information and requests from state agencies for the committee's review;
- managing the committee's schedule for meetings and travel;
- providing background material and legal analysis about the matters before the committee;
- drafting bills recommended by the committee; and
- tracking and reporting on legislation and projects related to the committee's charge.

Legislative Council Staff is required to assist and advise the committee by reviewing and summarizing IT budget requests made by all state agencies and state institutions of higher education. Staff also arranges such hearings as necessary for the JTC to consider all IT budget requests.

## **Committee Activities**

The committee met 15 times in 2017. This report highlights the committee's work regarding the FY 2017-18 IT capital budget. In addition, the committee discussed and was briefed on a broad range of IT-related issues by executive branch agencies and SIPA. Discussion and briefing topics included:

- FY 2017-18 IT capital budget requests;
- FY 2016-17 supplemental budget requests;
- SIPA projects;
- Office of the State Auditor (OSA) briefing;
- Department of Revenue (DOR) projects;
- OIT project oversight;
- the Colorado Regional Health Information Organization (CORHIO);
- statewide technology oversight and coordination;
- IT accessibility;
- project scope change;
- the aging population and technology;
- Colorado Secretary of State IT systems;
- the Medicaid Management Information System (MMIS);
- First Responder Network Authority (FirstNet);
- the National Cybersecurity Center (NCC);
- the Public Utilities Commission's (PUC) 911 efforts;
- statewide broadband efforts; and
- Department of Transportation fiber optic projects.

The committee recommended three bills for consideration by the General Assembly. Two, Senate Bill 17-237 and Senate Bill 17-304, became law.

## IT Capital Budget Requests

The JTC's charge gives the committee oversight responsibility for approving IT capital budget requests. The committee discussed and was briefed by representatives from the Colorado Department of Corrections; the Colorado Department of Human Services (DHS); the Colorado Department of Public Health and Environment (CDPHE); the Colorado Department of Labor and Employment (CDLE); the Colorado Department of Transportation; Lamar Community College; Otero Junior College; Pueblo Community College; Pikes Peak Community College; Colorado State University-Pueblo; and Western State Colorado University. The committee prioritized nine state-funded IT capital budget requests and two cash-funded (including federal funds spending authority) IT budget requests, for a total of \$21,688,472 Capital Construction Fund (CCF) and \$40,345,818 cash funds (CF), including federal funds, spending authority.

Table 1 provides more information about the 11 IT capital budget requests for FY 2017-18 that were prioritized by the JTC in 2017, including the agency making the request, a project title, and the amount and type of funds requested (CCF or CF).

**Table 1**  
**Prioritized FY 2017-18 IT Capital Budget Requests Approved by the JTC**

Department	Project Name	JTC FY 2017-18 Requested Appropriation
Corrections	Offender Management Information System	\$12,610,083 CCF
Human Services	Child Welfare Case Management System Upgrade	\$3,374,809 CCF 3,374,808 CF
Human Services	IT System Interoperability	\$1,061,188 CCF \$9,550,692 CF
Labor and Employment	Unemployment Insurance Mainframe Migration and Modernization	\$26,213,480 CF
Public Health and Environment	Customer Interface for a Lean Environment Online Permitting System	\$996,588 CF
Human Services	Regional Center Electronic Health Record System	\$1,500,000 CCF
Colorado State University Pueblo	Campus IT Upgrades	\$694,423 CCF
Pueblo Community College	Wireless Networking	\$630,750 CCF \$210,250 CF
Pikes Peak Community College	Campus Emergency Notification and Power	\$1,053,360 CCF
Otero Junior College	Telecommunications Upgrade	\$267,375 CCF
Lamar Community College	Technology Infrastructure	\$496,484 CCF
<b>Total CCF</b>		<b>\$21,688,472</b>
<b>Total CF</b>		<b>\$40,345,818</b>

Source: Legislative Council Staff.

After further deliberation by the JBC, the FY 2017-18 Long Bill funded seven IT capital budget requests, including \$19,855,515 CCF and \$38,944,544 CF (including federal funds).

### **Supplemental IT Budget Requests**

The JTC's charge gives the committee oversight responsibility for approving supplemental IT budget requests. The committee discussed and approved five supplemental requests from the Department of Agriculture, the Community College of Denver, the Department of Corrections, CDPHE, and DHS.

Table 2 provides more information about the five supplemental IT capital budget requests for FY 2016-17 that were recommended by the JTC in 2017, including the agency making the request, project title, and the amount and type of funds requested (CCF or CF).

**Table 2**  
**FY 2016-17 Supplemental IT Budget Requests Approved by the JTC**

<b>Department</b>	<b>Project Name</b>	<b>JTC FY 2017-18 Requested Appropriation</b>
Agriculture	eLicense Implementation	\$285,000 CF
Community College of Denver	Technology Infrastructure	\$295,751 CF
Corrections	Offender Management System	\$845,057 CCF
Human Services	Child Care Automated Tracking System Enhancement	\$4,170,725 CF
Public Health and the Environment	Laboratory Information Management System	\$412,447 CF
<b>Total CCF</b>		<b>\$845,057</b>
<b>Total CF</b>		<b>\$5,163,923</b>

*Source: Legislative Council Staff.*

### **SIPA Update and Tour**

Representatives from SIPA presented SIPA's annual report to the committee. SIPA updated the committee on the Colorado State Web Portal ([www.colorado.gov](http://www.colorado.gov)) and the authority's work with Colorado Interactive. The committee also took a tour of Colorado Interactive offices in September.

## **Office of the State Auditor**

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Representatives from the OSA presented OSA's *Annual Report of Audit Recommendations Not Fully Implemented*. They highlighted outstanding financial, performance, and IT audit recommendations. The committee discussed audit metrics, accountability for IT-specific recommendations, and OIT's plans to address the recommendations presented.

## **Department of Revenue Updates**

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**GenTax.** DOR presented on its FY 2017-18 budget amendment for the Tax System Maintenance, Support, and Hosting (GenTax) project. The committee discussed the hosting, storage requirements, and transaction history of GenTax. Department representatives discussed the department's data and record retention policies, along with noting how other state program use GenTax services. The committee recommended that the JBC fund the OIT Hosting and DOR Support and Software Developer portions of the DOR and OIT FY 2017-18 budget amendment.

**Driver License, Record, Identification and Vehicle Enterprise Solution (DRIVES).** Additionally, the committee received an update on the DRIVES project. DOR representatives highlighted the work of the counties and their integration into the DRIVES project and noted that officials are visiting all 64 Colorado counties to provide information and training on the new system. Representatives also stated that the project is on schedule and under budget.

## **OIT Project Oversight**

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OIT presented several IT project dashboard updates to the committee. The committee also received an update on OIT's five-year roadmaps. IT project dashboards are utilized to keep the committee updated about on-going state IT projects. The committee discussed the best format for these project dashboards and received several updated versions of project dashboards from OIT at meetings throughout 2017.

## **Colorado Regional Health Information Organization (CORHIO)**

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Representatives from CORHIO presented information regarding communication across health information systems. CORHIO representatives highlighted how CORHIO supports health data exchange across various types of health facilities in the state and discussed how data is collected and exchanged through CORHIO. COHIRO explained how health information exchanges connect systems and about the benefits of these exchanges. The committee discussed HIE data security; the costs related to the exchanges; improper accessing of patient medical information; competition among hospitals; data accuracy and discrepancies; and whether other states exchange information with CORHIO for medical treatment given to Colorado residents in their state.

## **Statewide Technology Oversight and Coordination**

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Colorado's Lieutenant Governor and Chief Information Officer (CIO) presented to the committee about technology oversight and coordination among state agencies. The CIO discussed technology oversight, accountability, alignment across state agencies, and recent

project cost savings. The Lieutenant Governor discussed recent IT project successes, including the Colorado Benefit Management System and cybersecurity initiatives. The committee discussed the state's use of Salesforce, performance indicators, and the project gating process. The Lieutenant Governor also highlighted the efficiencies of consolidating IT programs across state agencies.

In addition, OIT representatives and the committee discussed procurement and performance indicators for major IT projects, as well as the number of IT employees within OIT and across state agencies.

### **IT Accessibility and Tour**

The committee heard from several state employees regarding technology accessibility for persons with disabilities. State employees discussed their personal experiences with accessible technology and noted the state and federal requirements for technology accessibility. The presenters discussed the state's verification and evaluation of technology accessibility, and the options to help build awareness and take action regarding technology accessibility.

In addition, the committee visited a Division of Vocational Rehabilitation office in June for a presentation on accessible technology and the state's training efforts.

### **Consideration of Scope Change, Collections System Replacement Project**

On September 13, 2017, the committee considered and approved a change of scope request from the Department of Personnel and Administration for its Collections System Replacement project. The request asked for a reduction in cash fund spending authority, along with an adjustment in scope for a more cost-effective solution for the project.

### **The Aging Population and Technology**

A representative of Senior Matters and Aging 2.0 discussed how technology can aid the aging population in Colorado. The representative gave demonstrations of several technologies that help seniors with independence and mobility. In addition, the representative noted future technology concepts, such as using robots as social companions and caregivers. The committee continued by discussing privacy issues, insurance reimbursements, transportation, and several of the products demonstrated.

### **Briefing from the Colorado Secretary of State**

Representatives from the Colorado Department of State presented to the committee on the department's statewide voter registration system. Department representatives noted that the department closely cooperated with the U.S. Department of Homeland Security during the 2016 election. In addition, representatives stated that the department does not expect to request further funding for the voting registration system. Representatives also discussed the operation of the system during elections and the actions the department is undertaking to make sure the voting system functions correctly on election day.

## **Medicaid Management Information System**

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The Department of Health Care Policy and Financing (HCPF) presented an overview and update on the Colorado Medicaid Management Innovation and Transformation (COMMIT) project. Topics discussed include:

- an overview of payment issues;
- the department's plans for returning to normal operations;
- call center waits and implementation delays;
- the challenges of identifying providers;
- the department's outreach during the transition; and
- the challenges of moving from a paper-based system.

**Medicaid provider panel.** Representatives of the Colorado Academy of Family Physicians, the Colorado Children's Healthcare Access Plan, the Colorado Chapter of the American Academy of Pediatrics, Alliance, and the Colorado Hospital Association presented to the committee on the claims issues facing Medicaid providers in Colorado.

## **FirstNet**

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A representative of FirstNet presented to the committee on the FirstNet program. An independent authority authorized by Congress in 2012, FirstNet's mission is to develop, build and operate a nationwide broadband network for first responders. The network will provide priority and preemption for data and voice for first responders. States can choose to opt in to the network or create their own. AT&T representatives discussed interoperability between opt-out and opt-in states, the business model of a public-private partnership that allows AT&T to lease the spectrum to commercial users, and FirstNet's interoperability with state digital trunked radio systems.

Representative from the OIT provided the committee an update on Colorado's FirstNet governance and process. OIT representatives highlighted the opt-in decision timeline and discussed the opt-out options for Colorado.

On November 8, 2017, the committee sent a letter to the Governor and the JBC stating that the committee recommends that the state of Colorado opt in to the FirstNet state plan. On December 18, 2017, the Governor opted in to FirstNet.

## **National Cybersecurity Center (NCC)**

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Representatives from NCC provided an update to the committee about its organization. They discussed the NCC's plans to move to a new location in Colorado Springs; the organization's mission; and cybersecurity education programs offered. NCC further explained its role in promoting job creation in the state for cyber-related fields and discussed other initiatives currently being undertaken at the NCC, including block-chain technology. Representatives highlighted other states' recent funding in cybersecurity and future NCC program opportunities.

## **Public Utilities Commission 911 Efforts**

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Representatives from the PUC updated the committee on its 911 efforts. Representatives discussed the state's work on wireless and text-to-911 services and Colorado's efforts in next generation 911. Commission representatives updated the committee on proceedings before the commission regarding 911 and the adoption of several changes to 911 rules and regulations.

### **Statewide Broadband Efforts**

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OIT representatives discussed statewide broadband efforts and coordination with the committee. OIT highlighted the office's outreach efforts to other state agencies, local governments, and local school districts. OIT noted that the office is working to secure private and public funding and working with local communities to find solutions.

### **Department of Transportation Fiber Optic Projects**

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Representatives from the Colorado Department of Transportation updated the committee on its fiber and technology infrastructure expansion. Department representatives discussed the department's current fiber optic backbone and the criteria the department will use for future technology projects.

### **Legislation**

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As a result of committee discussion and deliberation, the committee recommended the following three bills for consideration in the 2017 legislative session.

**House Bill 17-1341.** The bill, which was postponed indefinitely by the House Finance Committee, would have created a new source selection and contract negotiation timeline for state agencies to use when planning to submit a budget request to the JTC for a major IT capital project.

**Senate Bill 17-237.** The bill, which was passed the General Assembly and signed by the Governor, created an identical process for nonmonetary adjustments to information technology capital projects to that of capital construction projects. Nonmonetary adjustments might include changes to the time line or scope of a project. Current law provided a process by which a state agency or institution of higher education may seek permission to use an appropriation for a capital construction or information technology project differently than specified by the original budget submission, as long as the request for a nonmonetary adjustment is approved by the JTC.

**Senate Bill 17-304.** The bill, which was passed by the General Assembly and was signed by the Governor, added to the authority of the JTC the ability to request information and presentations about data privacy and cybersecurity and to coordinate with the Colorado Cybersecurity Council. The bill amended a requirement for the committee to review and make recommendations to the General Assembly about certain legislation to include legislation related to data privacy and cybersecurity. The bill also eliminated the repeal of the committee and requires JTC staff to work with of Governor's Office of State Planning and Budgeting on budget instructions.

## Resource Materials

Meeting summaries are prepared for each meeting of the committee and contain all handouts provided to the committee. The summaries of meetings and attachments are available at the Division of Archives, 1313 Sherman Street, Denver (303-866-2055). The listing below contains the dates of committee meetings and the topics discussed at those meetings. Meeting summaries are also available on our website at:

<https://leg.colorado.gov/committees/joint-technology-committee>

### **Meeting Date and Topics Discussed**

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January 13, 2017

- ♦ Election of chair and vice-chair
- ♦ Governor's Office of State Planning and Budgeting
- ♦ FY 2016-17 supplemental budget request, Department of Agriculture
- ♦ FY 2016-17 supplemental budget request, Community College of Denver
- ♦ FY 2016-17 supplemental budget request and FY 2017-18 budget request, Department of Corrections
- ♦ FY 2016-17 supplemental budget request, Department of Public Health and Environment
- ♦ FY 2016-17 supplemental budget request and FY 2017-18 budget request, Department of Human Services

January 20, 2017

- ♦ Overview of FY 2017-18 IT budget requests
- ♦ Colorado Commission on Higher Education prioritized budget requests
- ♦ FY 2017-18 budget requests, Colorado Community College System
- ♦ FY 2017-18 budget request, Western State Colorado University
- ♦ FY 2017-18 budget request, Colorado State University – Pueblo
- ♦ FY 2017-18 budget request, Department of Transportation
- ♦ FY 2017-18 budget request, Department of Public Health and Environment
- ♦ FY 2017-18 budget request and AMANDA operating budget request, Department of Labor and Unemployment

January 27, 2017

- ♦ Presentation from the Office of the State Auditor
- ♦ Statewide Internet Portal Authority
- ♦ OIT five-year roadmaps
- ♦ Other business

February 10, 2017

- ♦ Prioritization of FY 2017-18 IT budget requests

February 17, 2017

- ♦ Presentation on GenTax

February 24, 2017

- ♦ Consideration of GenTax request
- ♦ Consideration of potential legislation

March 10, 2017

- ♦ Presentation from CORHIO

April 7, 2017

- ♦ Technology oversight and coordination
- ♦ IT accessibility

April 11, 2017

- ♦ Consideration of potential legislation

June 13, 2017

- ♦ The aging population and technology
- ♦ Discussion of House Bill 17-1361
- ♦ Tour of Division of Vocational Rehabilitation facility

September 13, 2017

- ♦ Consideration of scope change, Collections System Replacement project, Department of Personnel and Administration
- ♦ Consideration of emergency supplement request, HRWorks project (formerly known as the Human Resource Information System), OIT
- ♦ Update on DRIVES project, DOR
- ♦ Tour of Colorado Interactive offices

October 3, 2017

- ♦ Consideration of emergency supplement request, HRWorks project (formerly known as the Human Resource Information System), OIT
- ♦ Briefing on SCORE Statewide Voter Registration System, Colorado Secretary of State's Office

October 11, 2017

- ♦ Presentation and discussion with Department of Health Care Policy and Financing and DXC Technology regarding Colorado interChange, MMIS
- ♦ Medicaid provider perspective
- ♦ Introduction to FirstNet
- ♦ FirstNet: Partner Presentation
- ♦ FirstNet: OIT
- ♦ Public testimony

November 8, 2017

- ♦ OIT project dashboards and five-year plans
- ♦ Presentation from the National Cybersecurity Center

December 19, 2017

- ♦ HRWorks FY 2017-18 emergency supplemental request
- ♦ Update on statewide E-911 efforts, Public Utilities Commission
- ♦ Presentation on statewide broadband efforts
- ♦ Fiber optic projects, Department of Transportation